



**Ajuntament
de Barcelona**

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Government Measure

Improvement Actions and New Impulse for the Agency for a Comprehensive Approach to Sex Work

Area of Quality of Life, Equality and Sports

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1 - Legal Framework

The legal framework in different areas relating to sex work and sexual exploitation is as follows:

In the area of **international law**

- *Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others*, approved by General Assembly resolution 317 (IV) of 2 December 1949. This convention was ratified by Spain on 19 June 1962.
- *European Convention on Human Rights of 1950*, ratified by Spain in 1976 and the *European Convention on Human Rights as amended by Protocol 11* (entry into force, 1 November 1998).
- *Convention on the Elimination of all Forms of Discrimination Against Women* (CEDAW), approved by the General Assembly of the United Nations in 1979 and entered into force in 1981. Ratified by Spain in 1984.
- *Protocol to Prevent, Repress and Punish Trafficking in Persons, Especially Women and Children*, known as one of the *Palermo Protocols*, approved in New York on 15 November 2000, which is a protocol to the *United Nations Convention Against Transnational Organized Crime*, signed by Spain on 13 December 2000, approved and ratified on 21 February 2002 and published in the official Spanish state gazette (BOE) on 11 December 2003 (BOE issue 296).
- *Protocol Against the Smuggling of Migrants by Land, Sea and Air*, which is a protocol to the *United Nations Convention Against Transnational Organized Crime*, approved in New York on 15 December 2000, ratified by Spain on 21 February 2002 and published in the BOE on 10 December 2003 (BOE number 295).

In **EU law**

- *Framework Decision of the European Council of 19 July 2008 on combatting trafficking in human beings (2002/629/JAI)*, published in the *Official Journal of the European Union* L 203, of 1 August 2002 (pp. 1-4).
- *Council Directive 2002/90/CE of 28 November 2002, defining the facilitation of unauthorized entry, transit and residence, incorporated in Organic Law 14 of 20 November 2003, which reformed Organic Law 4 of 11 January 2000* on the rights and freedoms of foreigners in Spain and their social integration, modified by Organic Law 8 of 22 December 2000; Law 7 of 2 April 1985, which regulates local regimen bases; Law 30 of 26 November 1992, on the legal regimen of public administrations and common administrative procedure; and Law 3 of 10 January 1991, on unfair competition, published in the BOE on 21 November 2003 (BOE number 279).



- *Council Directive 2004/81/CE of 29 April 2004, on the residence permit issue to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities*, published in the Official Journal of the European Union L 261, of 6 August 2004 (pp. 19-23).
- *Council of Europe Convention on Combatting trafficking in human beings*, approved on 16 May 2005 (known as the *Warsaw Convention*), *Document ratifying the Council of Europe Convention on Action Against Trafficking in Human Beings (Convention no. 197 of the Council of Europe)*, approved in Warsaw on 16 May 2005. Signed by Spain on 9 July 2008, ratified on 23 February 2009 and published in the BOE of 10 September 2009 (BOE issue 219).
- *European Parliament and Council Directive 2009/52/CE of 18 June 2009, which establishes the minimum common standards on sanctions and measures to be applied to employees from third countries with irregular immigration status*, published in the Official Journal of the European Union L 168, of 30 June 2009 (pp. 24-32).
- *European Parliament and Council Directive 2011/36/EU of 5 April 2011, on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA*, published in the Official Journal of the European Union L 101, of 15 April 2011 (pp. 1-11).
- *European Parliament resolution on preventing trafficking in human beings*, B7-0029/2010

In Spanish law

- *Organic Law 11 of 29 September 2003, on specific measures in terms of citizen safety, domestic violence and social integration of foreign citizens*, published in the BOE on 30 September 2003 (BOE issue 234), which modifies Article 188 of *Organic Law 10 of 23 November 1995 of the Penal Code*.
- *Organic Law 5 of 22 June 2010, which modifies Organic Law 10 of 23 November 1995 of the Penal Code*, published in the BOE on 23 June 2010 (BOE issue 152).
- *Royal Decree 1162 of 10 July 2009, which modifies the Regulations of Organic Law 4 of 11 January 2000, on the rights and freedoms of foreign citizens in Spain and their social integration*, approved by Royal Decree 2393 of 30 December 2004, published in the BOE on 23 July 2009 (BOE issue 177).
- *Comprehensive Plan for Combatting Trafficking in Human Beings for Sexual Exploitation*, known as the *Trafficking Plan*, Spanish government, approved and in force since 12 December 2008.



In Catalan law

- *Law 5 of 24 April 2008, on the right of women to eradicate male violence*, published in the Official Gazette of the Catalan Government (DOGC) on 2 May 2008 (DOGC issue 5123).
- *Agreement GOV/183/2010, of 11 October 2010, which approved the Programme of measures for approaching situations of prostitution, in particular exploitation of persons for sexual purposes*, published in the DOGC on 18 October 2010 (DOGC issue 75616).

In local regulations

- *Ordinance of measures to promote and guarantee the coexistence of citizens in Barcelona public space*, published in the Official gazette of the Province of Barcelona on 24 January 2006 (BOPB issue 20, Appendix 1, p. 14).
- *Plan for a Comprehensive Approach to Sex Work*, approved by the plenary session of the Municipal Council of Barcelona City Council on 28 April 2006.
- *Municipal Plan to Combat Violence Against Women 2007-2009*, approved by the plenary session of the Municipal Council of Barcelona City Council on 23 February 2007.
- *Municipal Plan for Women 2005-2009*, approved by the plenary session of the Municipal Council of Barcelona City Council on 24 March 2006.
- *Programme of Municipal Actions 2007-2011*, approved by the Plenary session of Barcelona City Council on 31 October 2008.



2 - Presentation of the Plan for a Comprehensive Approach to Sex Work

On 28 April 2006, the plenary session of Barcelona City Council approved the *Plan for a Comprehensive Approach to Sex Work*. Within the framework of the plan, a number of services and resources are created under the umbrella of the Agency for a Comprehensive Approach to Sex Work (hereinafter, ABITS).

ABITS became the first municipal public service created to specifically attend all people who perform prostitution or sex work in the street, in order to respond to their most basic needs.

The main goals of the agency are the following:

- Comprehensively attend people who perform sex work in Barcelona and, more specifically, those persons who use the street to negotiate the exchange of remunerated sexual services.
- Provide information and basic guidance to the women and those persons who require it regarding the specific resources and services and respond to the demands that, due to different existing realities, require extreme flexibility and ability to adapt to different situations.
- Facilitate access to the other specific municipal resources required, based on the needs and development of each situation.
- Accompany or provide accompaniment for users where necessary.
- Promote and contribute to the development of preventive and awareness strategies and programmes aimed at improving the conditions of sex workers in the city and their families.
- Carry out applied research that is useful for identifying priorities and more efficient intervention methodologies, and determining the durability of any positive changes achieved.

ABITS currently has the street-level attention and mediation service (comprehensive social care), the employment re-placement service and the shelter-care service for victims of sexual exploitation.

Furthermore, ABITS works in a network, coordinating different institutional and community actions via a technical committee and a political committee, and with other institutions and authorities based on knowledge of dynamics on the street and the detection of needs so that the provision of sexual services in the street does not affect citizen coexistence.

The plan's technical committee consists of 9 tertiary-sector bodies, the Women Programme, the Civil Rights Programme and the 5 districts of the city where the activity takes place on the streets.



The agency provides its users with information on the social, educational and health care services of the city; employment re-placement services, protection and care of victims of sexual exploitation; and information and guarantees on rights and access to public resources. ABITS currently has cooperation agreements with 5 tertiary-sector social bodies, which are benchmark organizations in this field, in order to take advantage of their experience and knowledge and fulfil the plan.

It should be remembered that we are dealing with one of the most complex matters in the organization of human societies. The final goal of this approach is subject to continuous elements of contraction, where it is easy to find organizations, associations, people and political parties with disparate views and who present different options and nuances.

The following are some of these elements:

- The opposing theoretical debates on the topic (abolition, prohibition, regulation, pro-rights focus), even within the same political party, within feminist thought and within the academic world.
- Social stigmatization of this group of people.
- The difficulties faced by these women in accessing basic services.
- The impact of gender.
- The non-existence of other benchmark public policies at state, autonomous-region and local level, aimed at people who carry out prostitution.
- The existence of sanctions in municipal ordinances for something that is not illegal according to current law and social care that is provided for elsewhere.
- The situation of women in irregular situations reduces the possibility of intervention and of providing public resources. The link to migrations and north-south differences.
- The close relationship between poverty and extreme poverty and the exercise of prostitution.
- The diversity of personal situations within the phenomenon and the need to create personalized itineraries.



After these years, the real situation of the women who perform sex work in the street in Barcelona is highly diverse and we can say that the following exist:

- Women forced to prostitute themselves and who are victims of human trafficking.
- Women who state that they want to perform sex work and who demand labour rights.
- Women who express the desire to leave this activity and work in dignified jobs.
- Women who are in an irregular administrative situation.
- Transsexual women subject to specific conditions and discrimination in the formal labour market, deriving from their new identity.
- Women who perform or who have performed sexual work, who are not of working age and whose social rights are not recognized because they have not made social-security contributions.
- Women who see prostitution as a transition strategy.



3 - Services Provided and Action Data

3.1 Street-Level Attention and Mediation Service

The **Street-Level Attention and Mediation Service**¹ of the Agency for a Comprehensive Approach to Sex Work is a specific municipal service provided to women who live from sex work or who are victims of sexual exploitation, particularly those offer and negotiate their services in the street. It started operations in 2006, the same year that ABITS was created, and has gradually expanded.

In 2006, the team had two educators who work in the Raval area; their headquarters contains the Office for Non-Discrimination (OND). In 2009, a psychologist and a health worker joined the team, both part-time, together with a social worker, and the association operates in Ciutat Vella and Sant Martí (bordering the Eixample district). In the same year, the headquarters of the service moved to the current location on **Passeig de Sant Joan, no. 75** 5th floor, which is the location of the Women's Programme management. In 2011, an educator joined the team and the working hours of the psychologist and health worker were extended, while roll-out concluded with intervention in the Les Corts district, as well as the other neighbourhoods mentioned. Thus, the scope of intervention of ABITS encompasses all areas of the city where the phenomenon exists. With regard to women in the Zona Franca area (Sants-Montjuïc) coordination is maintained, when necessary, with the Barcelona Public Health Agency.

The Street-Level attention and mediation service working hours are as follows:

Monday	Tuesday	Wednesday	Thursday	Friday
09:00 to 24:00	09:00 to 02:00	09:00 to 02:00	09:00 to 02:00	09:00 to 02:00

The service provides users with a free telephone number **900 722 200**, which is attended directly by the educators from Monday to Friday, from **10:00 to 20:00**.

Women are also provided with an attention service without prior appointment, on **Thursdays from 11:00 to 15:00**. However, users normally telephone beforehand and, in most cases, they make an appointment.

The **current human resources allocation** is as follows:

4 social educators	154 hours/week
1 social worker	38.5 hours/week
1 psychologist	31 hours/week
2 health workers	40 hours/week

¹ The body providing this service is the Welfare and Development Association (ABD), which was awarded the public contract in 2009.



The areas that make up this service are the following:

➤ **Street-level proximity care (contacts and services)**

The street-level mediation and care service is provided in the districts where it intervenes; however, it also attends the demands of any woman who works as a prostitute in the city, either in other districts or inside premises. **Ten percent** of all files opened in the service since it was created on 31 December 2010 belong to women **who do not work in the areas of intervention** (they may be from other neighbourhoods or working inside premises, apartments and/or brothels).

The direct attention and mediation by the educators and the health worker are distributed by districts, as shown in the following table:

Direct Attention and Mediation		
Ciutat Vella	Monday to Friday	12:00 to 19:00
	Tuesdays and Thursdays	22:00 to 02:00
Sant Martí / Eixample	Wednesdays and Fridays	22:00 to 02:00
Les Corts	Mondays	22:00 to 24:00
	Fridays	22:00 to 02:00

These are the areas of the city where the 4 educators and 2 health workers go out in 2-person shifts, day and night, and contact the women actively.

The service, from Monday to Friday, starts with proximity care in the street by the educators and health workers, which is aimed at women and at informing women not previously contacted about the service and taking an interest in their situation. They are offered prophylactic material (condoms and lubricants) provided by the Catalan Department of Health. The psychologist or social worker may occasionally go out into the streets to detect needs or at the request of the educators.



	2006	2007 1/01 to 31/12	2008 1/01 to 31/12	2009 1/01 to 31/12	2010 1/01 to 31/12	2011 01/01 to 30/09
Contacts ²	1,920	6,880	10,439	13,113	15,417	14,082
No. of attention actions ³	440	4,216	8,391	9,979	18,771	18,232
Active escort	358	2,712	5,122	6,817	13,159	13,257
Educational intervention	82	1,504	3,269	3,162	5,612	4,975

The data presented, linked to the activity that the team of educators carry out on the street, refer to the number of actions carried out and not the number of different women attended. Because the team goes out every day, the same woman may have been contacted many times over the course of the year.

In the educational interventions, information is provided on the *Ordinance of measures to promote and guarantee the coexistence of citizens in Barcelona public space*, guidelines are given and mediations are carried out to prevent the offering of services affecting citizen coexistence. The interventions increase when complaints are received from citizens on this topic.

The intention is also for the service to become a benchmark resource and to establish an escort and communication relationship that makes it possible to raise awareness on preventive aspects of health care, detect situations of violence and respond to the needs put forward.

One of the first topics worked on with the women is the health care initiated by the team by providing information on the procedures for obtaining a medical card and continued by referral and, if necessary, accompaniment to the services of the programme for sexual and reproductive health care (PASSIR) and to the service for sexually transmitted diseases in Drassanes, and other primary or specialist care services.

² Cumulative contacts established in the street, which may or may not involve attention (active escort and/or educational intervention).

³ Number of attention actions including active escorts and educational interventions carried out in the street, which form part of a working plan.



➤ **Accompaniment to Resources**

When we talk about **accompaniment**, we literally mean the process of accompanying the women to the services. This is a highly varied tool that makes it possible not only to ensure that the women arrive and receive care but also to establish a relationship of proximity with the educator, the psychologists, the social worker or the health worker, establish a link between the women and the service by having the opportunity to talk to them, away from the environment on the street and from possible control. In the first nine months of this year, **636 accompaniment operations** were carried out, exceeding the 624 operations carried out in 2010.

➤ **Attention in the Office and Individualized Work Plans**

Beyond contact and attention in the street, when an intervention is initiated with a woman, the team has the data available and the possible start of a work plan is provided for; this is when an **individualized file is opened**.

From 2006 to 30 September 2011, the ABITS street-level attention and mediation service opened a total of **937 files**, of which 386 are still active.

	2007 <i>31/12/07</i>	2008 <i>31/12/08</i>	2009 <i>31/12/09</i>	2010 <i>31/12/10</i>	2011 <i>January to September</i>
Files opened since 2006 ⁴ (cumulative)	368	546	725	850	937
Active files ⁵	274	307	372	386	386
Inactive files ⁶	94	239	353	464	551

⁴ The total number of women attended since the start of the plan in 2006 are considered to be open files.

⁵ Active files are those corresponding to women with whom an intervention has been carried out in the last 3 months.

⁶ Inactive files are those corresponding to women from whom nothing has been heard in the last 3 months.



The data relating to the files are broken down as follows:

2006		2007	2008	2009	2010	2011 January to September
Number of new cases	220	148	179	180	125	88
No. of closed files	79	94	163	152	125	124
Number of reopened cases	-	-	39	32	16	38
No. of different women attended ⁷	-	-	-	406	449	410

The demands of women attended have increased considerably. The most common demands remain constant and are, in order, regarding health care, training and job placement, and basic needs.

In terms of the profile of the women attended, the data from 31 December 2010⁸ show that 85% were immigrant women. According to the data, the percentage distribution by origin has been approaching equilibrium between nationalities as the service has been able to contact women to whom it previously did not have access. This is because the service has added a Romanian and a Nigerian health worker to its team and this has made it possible to contact women of these nationalities.

In terms of percentages, most of the women are from Eastern Europe, particularly Romania (34%). In second place are Latin-American women, predominantly from Ecuador, but also from many other countries. Nigeria, with 21%, holds third place in terms of place of origin; there has been an increase in Nigerian women over **Spanish women (15%), who have fallen to fourth place for the first time.**

In terms of the administrative status of these women, **76% are in a normal administrative situation, 73% are registered residents and 83% have a medical card.** The regular situation of the women in Ciutat Vella during the day and in Sant Martí and Les Corts remains largely the same. However, the data on the administrative situation is reversed in the case of women contacted in Ciutat Vella at night, where the number of women in an irregular situation exceeds that of women with a normalized administrative situation.

⁷ Total number of different women attended throughout the year.

⁸ Of a total of 386 files active on that date.



After the intervention in the street, an initial **reception visit** is normally arranged in the office with the social worker and with the participation of the psychologist if necessary. Based on the demand of the woman and the detection of her needs, the service provides information and guidance and social and psychological care.

Although most of the resources of the service are human resources, occasional financial aid is also provided, which allows women to maintain processes and achieve goals established in the work plans.

As indicated in the ABITS plan, the service was created as a bridging resource to ensure that women reached personal services. For this reason, social care aims to establish the demands of the woman and, from this point, they are referred to the appropriate resources. These referrals do not mean closure of the file in the ABITS service, rather joint work is carried out in close coordination with the other resources in order to achieve the established goals.

In the case of the municipal social services centres, an agreed referral protocol is used. The ABITS service has become a joint benchmark of social services by collaborating with accompaniments and reinforcing the interventions carried out by these municipal services. Referrals have also been made of women attended in the social services centres of the other towns in which they live (L'Hospitalet, Santa Coloma and Sabadell).

	2006	2007	2008	2009	2010
Referrals to ABITS from other services	-	-	92	73	85
Referrals from ABITS to other bodies	83	278	329	321	436
Coordination	193	613	1,096	1,458	2,183
Socioeducational interviews in the office	21	69	193	283	396
Psychological-care interviews in the office				29	143



There has been an increase in **coordination** with other services and bodies by telephone or e-mail. Of the **2,183 cases of coordination**, 50% are with these **6 bodies and services**, in descending order:

- APIP
- Àmbit Dona
- Drassanes Primary Care Centre
- Surt
- El Lloc de la Dona
- SICAR cat

The other 50% of coordination actions is divided among a further **203 different resources**. Furthermore, **129 in situ coordination meetings** have been held.

➤ **Group Intervention**

While the care provided is preferably individual, each year, two types of group activities are carried out. Workshops providing education on sexual health and prevention of sexually transmitted diseases are held and there are also one or more leisure activities that make it possible to work on several socioeducational and relationship aspects.

➤ **Others**

The ABITS street-level attention and mediation service regularly coordinates with the Barcelona metropolitan police and, occasionally, when necessary, with the Catalan police force (Mossos d'Esquadra) and the National Police.

Consulting is also provided to professionals in municipal or other services (**49 consultations in 2010**).

The service team participates in different networks and work groups: Barcelona circuit against violence against women, prostitution and AIDS working group (Department of Health), Catalan network on trafficking, etc.

The agency continues to take part in conferences and information sessions and gives presentations in different contexts when requested.

ABITS has taken part in research and studies and collaborates with the city's universities by receiving social-education, psychology and third-cycle (master's and postgraduate) students during their training period to carry out work experience. It has also taken students from the organization Doctors of the World who are in non-standardized training as health workers. It also answers requests for information from students carrying out studies in the context of academic training on the topic.



3.2 Complementary Services

➤ Cooperation Agreement with *Fundació Àmbit*

In March 2009, a **cooperation agreement** was signed⁹ with the organization **Àmbit Prevenció**. Since 2006, it has given support to the project of the organization, *Intermediate Emergency Services*, which arose from the need to intervene in specific situations that, with immediate attention, can minimize the risks of the problems and vulnerability of the person affected. In 2010, the project was expanded, together with the budget destined by Barcelona City Council, and support was included for a shared apartment, together with workshops aimed at Nigerian single mothers. The current name of the project is *Intervention in intermediate emergencies and social inclusion*.

➤ Cooperation Agreement with the *Association for the Defence of Women's Rights*¹⁰

In 2011, Barcelona City Council signed a cooperation agreement with the organization to subsidize the project *Integras /2011 Barcelona*, which involves entering establishments where the activity takes place and maintaining contact with the women by means of periodic visits to these premises. These actions make it possible to detect the needs and demands of the women and to identify situations of vulnerability and violence, while providing comprehensive care.

3.3 Training and Job Placement Service

One of the situations provided for in the ABITS plan is informing and providing alternative jobs for women who express a desire to change jobs, based on their personal situation.

For this reason, since 2006, the agency has had a cooperation agreement with *Surt, Fundació de Dones, fundació privada* to carry out the *DIR/TS (Comprehensive Unit for Employment Re-placement of Sex Workers) project*, drawn up based on the studies¹¹ carried out by the organization itself on the situation of sex workers and aimed specifically at this group.

⁹ For a total amount of €24,838.50

¹⁰ For the sum of €10,000

¹¹ Prostitution and social exclusion. Research report. Barcelona 2006.

Manual for employment re-placement for sex workers. Barcelona 2007.



Since the beginning of the project in 2006, 102 women had completed DIR/TS as of 31 December 2010, with an overall placement rate of 67%.

It should be noted that currently and for the past couple of years, the recession, with unemployment at 20.3%, has made it difficult to find jobs for these people. During the first edition of DIR/TS in 2006, unemployment at the end of the year was 8.3% and had risen to 8.6% a year later. Nevertheless, the group of women who finished in April of this year have a **placement rate of 65%**, which confirms the good result of the project. At 30 September, of the 24 women who started training in May 2011, 13 had found work.

Other actions are also carried out by the agency and are explained below.

- Demands of the women in the Street-Level Attention and Mediation Service:
 - initial orientation regarding the service
 - referral to specialist services according to the profile of the woman and based on what is available at the time
 - participation from the service in the *Avança (advance) programme* of the Catalan government, obtaining direct access to job offers.
- Training and Job Placement 2011: This project is aimed at women prostitutes who are looking for alternative employment and aims to contribute to improving their quality of life by encouraging training and socio-occupational insertion processes. It is carried out by the organization *El Lloc de la Dona, run by the Oblate Sister*, which has a cooperation¹² agreement with Barcelona City Council, who has been subsidizing the activity since 2006.

The training provided to the women responds to the demand for knowledge of the language and preliminary training for job placement in other areas. In 2010, training was provided to 90 women in literacy, Spanish, knowledge of the labour environment, care of the elderly and cleaning.
- As a result of the Interinstitutional Work Committee created in 2009, in 2010 an agreement¹³ was signed with the Department of Labour and *Fundació Surt*, to add a new resource; 24 women were attended by the *Personal itinerary of advice on the professionalization of women who have been sex workers*.

¹² The amount of the agreement for 2010 was €40,591.25.

¹³ For the sum of €83,290, which was fully funded by the Department of Labour.



3.4 Care of Victims of Sexual Exploitation

The agency has placed special emphasis on explaining sexual exploitation and people trafficking and differentiating it from the will to work in prostitution as a job.

The *Barcelona circuit against violence against women*, jointly headed by the management of the Woman programme and the Barcelona Health Care Consortium, has been a key area for proposing and seeking complicity in this matter. In the city commission and in the regional circuits of the 5 districts where the phenomenon takes place, presentations have been given to explain sexual exploitation and trafficking in human beings, together with the reasons for making all the services and institutions responsible, each from their own position, in detecting and caring for possible victims.

Furthermore, ABITS has taken part in the creation of the *Catalan Network on People Trafficking* since its early days, in 2008, and has remained a part of it since then.

Intervention in victims begins from the moment the educators of the agency's street-level attention and mediation service and/or other bodies or services suspect that a woman may be the victim of a network. The situations are highly diverse and sometimes involve very long-term interventions for the women to identify themselves as victims. In this process, it is essential to network with the organizations that have teams in the street, in order to compare information and project a common message, and with the forces of law and order.

In this process, the woman is offered the opportunity to be admitted to an emergency resource for shelter and protection. In order to respond to this need, Barcelona City Council, through the ABITS plan, has a cooperation agreement with the organization *Adoratius Esclaves del Santíssim Sagrament for the SICAR cat programme*.

The *SICAR cat* programme organizes direct residential intervention in three phases:

- Emergency phase (5 places)
- Permanence phase (8 places)
- Autonomy phase (4 places)

The city council subsidizes the emergency and autonomy phases. This last phase has been funded since 2009, due to the relevant powers, through the Social Services Consortium.

Between January and September 2011, ***SICAR cat has attended 14 women*** residentially and in the emergency phase. The autonomy apartments have been occupied throughout all these months.

Moreover, the agency had detected that women who reported situations of sexual exploitation were left unprotected in the judicial process. In 2011, ABITS contracted *Women Jurists* for specialist legal-representation services for the women who had reported situations of sexual exploitation. To date, **legal services have been provided to 3 women** in proceedings that are still open.



3.5 Technical Committee

The ABITS technical committee meets twice a month and is made up of all the bodies in the city that work specifically with female sex workers and victims of sexual exploitation. Different departments of the city council also take part. The technical committee is currently made up of the following:

Organizations

- Adoratrius Esclaves Santíssim Sagrament, SICAR cat programme
- Prevention Area, Women's Affairs Area
- APIP, Association for the promotion and professional placement
- Red Cross, Barcelona Local Assembly - Health Area
- Fundació Escó
- Genera
- Doctors of the World (joined in 2009)
- Oblates del Santíssim Redemptor, El Lloc de la Dona
- Surt. Fundació de dones. Fundació Privada

At the municipal level

- Director of the Women Programme
- Head of ABITS
- ABITS team
- PIAD technical staff
- Director of OND
- Technical manager of the Area of Prevention, Safety and Mobility
- Technical personnel from Prevention from the Ciutat Vella, Sant Martí, Eixample, Les Corts and Sants Montjuïc districts.
- Social Services Consortium: Children and Women Care Service



4 - Evaluation

The evaluation of the ABITS service, since its creation five years ago, requires taking into account the context of the political, legal, social and cultural difficulties surrounding this topic.

Nevertheless, it is considered to have been a very good instrument for approaching the matter and for finding out first-hand to problems we face and their different nuances; it has also been useful for moving forward in applying measures and comparing aspects that often go beyond sex work and make it possible to deal with it.

The principal asset of ABITS is its highly motivated and well trained team, which has carried out highly professional work, coordinated and managed by the municipal service.

At the same time, the ABITS network of cooperation and coordination with the organizations of the city working in the same area has been consolidated.

The evolution of ABITS since its creation has been based on the following:

- Increased human and economic resources of ABITS
- Expansion of the territorial areas of action of ABITS, reaching the districts of Ciutat Vella, Sant Martí, Eixample and Les Corts.
- The increase in the number of women attended. The services and resources have been improved and expanded, especially those aimed at employment re-placement and promotion of healthy behaviour.
- Strengthening of interdepartmental and interinstitutional coordination.
- Improved coordination with associations, thereby increasing recognition and mutual trust.
- The proposal to allow economic sanctions on female sex workers to be replaced with alternative measures involving community work. In this regard, a procedure has been developed to replace fines with alternative measures, which has not yet been put into operation.
- Development of a collaboration protocol for attending victims between the metropolitan police (Guardia Urbana) and ABITS, which has not yet been put into operation.
- Creation of a legal-representation service for women who are victims of trafficking and who report the procurers.
- Approval of *Law 5 of 24 April 2008, on the right of women to eradicate male violence*, published in the DOGC on 2 May 2008 (DOGC issue 5123).



**Ajuntament
de Barcelona**

Direcció del Programa de Dona

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This evaluation and the experience of five years, which has made it possible to learn about and consolidate the service, makes this an ideal moment to reinforce the Plan for a Comprehensive Approach to Sex Work and, with it, the work of the agency (ABITS).

It is therefore expected that some of the lines of work under way will be expanded and new lines opened up.



5 - Future Lines for Improving and Giving a New Impulse to ABITS

Improving and giving a new impulse to ABITS is part of the importance placed by this administration on the Plan for a Comprehensive Approach to Sex Work, in order to deal with the phenomenon of prostitution in a global manner.

Taking a comprehensive approach to the phenomenon involves understanding that improving attention to the women who work as prostitutes makes it easier for them to access social services and job-placement programmes. It is possible to deal with situations in which women suffer from infringement of their human rights and to help to dignify the social image of sex workers. A global policy must also make it possible to deal with failure to comply with regulations and with the problems of coexistence and safety that may be generated in the city.

ABITS must go beyond being a space for coordination focused on social care to become an agency that takes a comprehensive approach to the phenomenon and be the instrument of the plan that allows it to integrate the different areas of the city council that are involved in this matter.

Similarly, the plan will have all the bodies of the tertiary sector that work on matters linked to lines of accompaniment, social care and job placement, with which ABITS is already cooperating. Synergies with other organizations that can contribute to innovation and improvement will also be valued in order to establish joint working mechanisms with the different areas of the city council.

It is therefore expected that some of the lines of work under way will be expanded and new lines opened up, with the following detail.

5.1. Training and Job-Placement Programmes for Sex Workers Who Want to Seek Other Employment Opportunities

As well as the current resources, the following will enter into operation in 2012:

- **Addition of a job-placement officer to the ABITS team of professionals.** This figure is essential for designing personalized itineraries, defining placement objectives, advising, drawing up CVs and preparing job interviews.
- **Personalization of the employment re-placement itinerary for sex workers - ITI.** This will make it possible to help improve the skills of women who have worked as prostitutes and who have also been in the formal labour market, with the aim of encouraging them to stay in the labour market.
- **Creation of a project to monitor the job-placement processes** carried out, with the aim of ensuring that women who have worked as prostitutes and are in a situation of greater social vulnerability can achieve full integration in the social, economic and cultural fabric of the city.



- **Expansion of the DIR-TS training programme**, which will make it possible to double the number of women who receive this training and have two groups per year, which will mean that some women who do not get in due to the dates of the first edition can join the second edition.
- **Creation of a training resource for women victims of trafficking**, which will make it possible to begin training women in the protection period so that they have the tools to find a job, once they have left the shelter resource.
- **Creation of an employment resource for transsexuals**. Transsexuals have a particularly complex situation when looking for alternative jobs within the ordinary training processes. A specific employment resource will be organized for transsexuals in order to provide them with training.
- **Creation of an employment resource for Nigerian women**. Nigerian women arrive with a tremendous lack of personal resources to start an ordinary employment resource. Preliminary work is required in training in cultural, social and linguistic aspects, which other women do not require. Training courses will be organized that will make it possible to acquire basic cultural habits and knowledge, which will allow Nigerian women to access other job training courses in equal conditions with other women with more similar cultural origins.
- **Inclusion in social clauses**. Include the users of ABITS in the groups of vulnerable persons who form part of the percentages to be taken into account in the social clauses of contracts with the city council.

5.2. Interinstitutional Coordination

- **Activation of the municipal policy coordination committee**. Activation of the committee, with quarterly meetings. In this new mandate, the committee was constituted on 3 August and is made up of the members of the offices of deputy mayors and the councillor's departments that are affected and that have different powers in relation to the phenomenon of prostitution. The goal is to transfer decisions to the technical bodies in order to improve transversal work and combine synergies and experience. The coordination committee will hold ordinary meetings every quarter and extraordinary meetings as necessary.
- **Coordination with the territories**. The districts or areas that promote any action in matters of prostitution will be coordinated from the outset with ABITS for specific projects, use plans, neighbourhood planning laws, etc.



- **Coordination with other institutions.** Delegation of the Government, Catalan Women's Institute (ICD), Interior Ministry, Catalan Police, Barcelona Provincial Government and embassies. It is essential to have a relationship with the delegation of the Spanish government in order to implement laws regarding immigration and the situation of women who are victims of trafficking and those who are in an irregular situation. Furthermore, an intermediary is required to act as a liaison with the embassies for processes regarding the documentation of some women.
- **Activation of the interinstitutional working committee.** This committee will meet periodically and will have representatives of the Department of Labour, the Catalan Employment Service, the delegation of the Spanish government, Barcelona Activa and ABITS, in order to create joint projects and to share experiences and proposals.
- **Coordination with the General Directorate of Child and Adolescent Care (DGAIA), the State Attorney's office and the Catalan Police (minors unit).** To establish a protocol that takes into account the specific situation of underage girls who work as prostitutes and to agree that when the wrist test determines that the girls are 18 years of age, they will be referred to ABITS in all cases.

5.3. Coordination With the City Council Police Force and Other Bodies Linked to Security

- The protocol for attending victims will be agreed by the metropolitan police force and will be made into an instruction.
- This protocol will be brought to the local security council for approval by the rest of the forces.
- The procedure for replacing sanctions in cases where it is considered necessary will be approved.
- A single metropolitan police reference will be established for continuous coordination with ABITS.

5.4. Awareness-Raising and Training in the Teams of the City Council

- Training of officers of the Barcelona metropolitan police force and health care professionals will be reinforced in the specifics of treatment and the complexity of dealing with cases of sex work.
- Training will be reinforced for workers who have any connection with the problems associated with prostitution.



5.5. Information and Awareness-Raising for the Citizens

- The agency will work with the organizations with which it already cooperates on this matter so that they take part in informing and raising awareness among the citizens regarding the contexts of sex work, in order to approach the conflicts of coexistence and situations of human trafficking from a community perspective.

5.6. Legal Representation

- The amount of money for legal representation provided sex workers who report procurers will be increased.
- The city council will appear as private prosecution in cases of sexual exploitation.

5.7. Study of the Legal Framework

- The legal framework will be studied in order to deal with any possible changes in the law, with the aim of having a more appropriate framework for approaching sex work in the street and to study other elements that may be encouraging this phenomenon.

5.8. Compliance With the Regulations in Public Spaces and in Premises Where Sex Work Is Performed

- Mechanisms to ensure compliance with the regulations in public spaces and in premises where sex work is performed will be reinforced.

5.9 Impact Assessment

- An impact assessment of the DIR-TS programme will be carried out to determine whether the project has achieved its goals and brought about social changes in the life of the women.

5.10. Combatting Trafficking for Sexual Exploitation in any Public or Private Space Where it Takes Place

- A protocol will be established for coordination of ABITS with the different police forces in order to allow a more efficient exchange of information and action in situations where women are the object of trafficking of human beings and/or sexual exploitation.



5.11. Projects with Specific Groups

- Given the unique situation of some groups of sex workers, a project will be created that focuses on dealing with the specific problems of these groups.

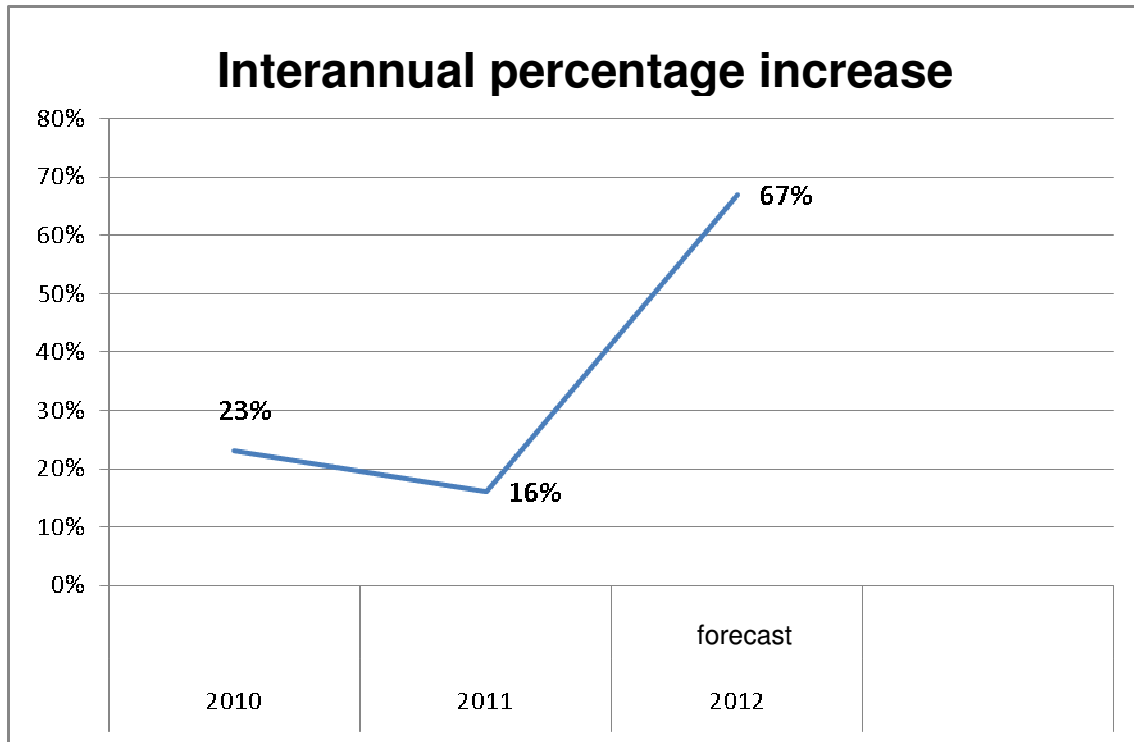
5.12. Actions in Countries of Origin

- Some immigrant women who work as prostitutes come from very specific geographic areas. Actions will be carried out in the places of origin to provide information to women likely to come to Europe. The agency will cooperate with the Directorate of International Cooperation to determine which bodies in Barcelona operate in the areas of origin of the women, it will contact the *Catalan Federation of NGOs for Development* (FCONGD), contact will be established with the *Technical Cooperation Offices* of the Spanish Agency for International Development Cooperation (AECID) and a search will be made for local organizations that can act as counterparts.

5.13. Budget Increase

The ABITS programme will receive a financial boost with a 67% increase in its budget compared to the previous year. This major financial effort in a year of budget cutbacks is indicative of the priority that this programme will have in the new administration.

Evolution of the Executed ABITS Budget			
	2010	2011	2012 Forecast
Executed budget	709,272.35	824,660.46	1,381,936
Annual increase	23%	16%	67%



5.14. Change of Location

In the coming weeks, the street-level attention and mediation service will move from its current location on Passeig Sant Joan to **C/. Valencia 344, entl.** The move will mean improvements in the functioning of the service for the following reasons:

- The access conditions and distribution of space in the new premises favour privacy when working with the women.
- The area will increase from 98 to 124 m² - a 25% increase in floor space.